

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
Montana State Office
5001 Southgate Drive, P.O. Box 36800
Billings, Montana 59107-6800
<http://www.mt.blm.gov/>

In Reply To:

9210(923)P

May 18, 2004

EMAIL TRANSMISSION - 5/19/04
Instruction Memorandum No. MT-2004-060

Expires: 9/30/05

To: Field Managers
Attention: Fire Management Officers

From: State Director

Subject: Montana/Dakotas Burned Area and Emergency Rehabilitation (BAER) Team
DD: 6/9/04

As discussed at the last State Management Team Meeting, we are establishing a State BAER team to work on large fires or those having high values at risk.

The attached draft document explains the BAER team and establishes call out procedures. It also answers questions about appropriate funding subactivities, program elements and time frames for plan development.

Field offices and all personnel are encouraged to review and provide comments on this interim/draft policy by June 9, 2004.

Any questions or comments concerning this document should be directed to Bill Volk, Montana Emergency Stabilization and Rehabilitation Coordinator, at 406-896-5029.

Signed by: Martin C. Ott

Authenticated by: Merry Prestridge (MT923)

1 Attachment

1-Montana/Dakotas' Burned Area Emergency Stabilization and Rehabilitation Team
Call Out Procedures (13 pp)

Distribution

SOMT - 1

Asst. FM Glasgow - 1

Asst. FM Havre - 1

Final DRAFT

MONTANA/DAKOTAS' BURNED AREA EMERGENCY STABILIZATION AND REHABILITATION TEAM CALL OUT PROCEDURES

5/2004

The following guidance is especially intended for large fires or geographic areas within or adjacent to cities, towns, subdivisions and historic areas. It is these "Wildand Urban Interface" or WUI areas with substantial human life, public safety and concentrated high property values that are of immediate concern for Emergency Stabilization (ES).

As soon as possible after a large wildfire or a wildfire having significant resource values is identified as having a probable need for emergency stabilization, the Montana/Dakota's Burned Area Emergency Rehabilitation Team [BAER] will be assigned. This request should be initiated prior to control, usually at about 75% containment. With early involvement it is anticipated that suppression crews and equipment may be available to stabilize areas damaged by fire suppression actions such as fire lines. In some instances local Type 2 or Type 3 fire crews may be able to implement emergency stabilization activities. Such actions would include measures to remove hazard trees, slow soil and water movement in critical areas, stabilize critical heritage resources, and repair some structures essential to public health and safety (e.g. roads and culverts). The current **proposed** Emergency Stabilization and Rehabilitation policy requires an Emergency Stabilization (ES) plan to be completed by the Field office within 7 days of control and submitted to the State Office for plan review, approval and then forwarded to the WO for approval and funding. The requesting field office shall notify the Montana/Dakota's BAR/ESR Coordinator for assistance in forming a BAER team, developing a consistent and coordinated BAER plan, establishing an account and resource orders.

Each field office will assign a local BAER liaison (this could be the same individual assigned as resource advisor to the fire) familiar with local personnel, geographic area, and local supply capabilities. These personnel may or may not function as a member of the incoming BAER team. The field office liaison, working with the State BAER/ESR Coordinator, will assist in identifying the Montana/Dakota's BAER resources required to support local needs.

As a minimum, the initial Montana/Dakota BAER Team will consist of a BAER Team Leader, Hydrologist, Soil Scientist, Archeologist, and GIS Specialist on site for initial evaluations to initiate contract specifications. A complete BAER Team may also include Operations, Logistics, Documentation Specialist/Writer-editor, a Finance Specialist for cost estimating and contract advising, plus the representative for each resource area of concern as needed, for example, Forestry, Soil, Range, Water Quality/Riparian, Weeds, Engineering, Fire Ecologist, Botanist, Wildlife Biologist, Hazardous Materials, and/or Aviation Manager. In addition to the specialists, support personnel may be required, such as procurement, office automation clerk/typing, Information Technology assistant, and assistants (drivers, runners, researchers). Depending upon the complexity or in the absence of multi-task experience in some positions, other management staff or field specialist(s) may be required. It is strongly recommended that the project implementation leader be part of the assessment and plan development team.

It is important that as many of these specialists as possible be from the local office, in order to ensure local knowledge of land use plans, ensure integration/compatibility of stabilization and/or rehabilitation into existing planning, and for long term continuity with stakeholders. However, it is also recognized that *most* field offices will *not* have the in-house expertise to staff a BAER team. Several resource specialists in Montana/Dakotas have BAER team experience while others have participated in BAER training to be members of a BAER team. A roster of these individuals is to be maintained by the Montana/Dakotas' ESR Coordinator. Once the decision is made as to BAER Team support required, the field office will contact the Montana/Dakota's BAER/ESR or acting, to determine availability of needed team members. (The Montana/Dakota's BAER/ESR Coordinator, or acting, will be required to know the "availability" of team members during the normal fire season or call out period.) After confirmation of BAER Team members' availability, the field office shall then place an order[s] through their local Dispatch, utilizing the established resource order system.

Local Dispatch or Zone Dispatch as appropriate shall arrange any necessary travel unless team member is driving. If providing own transportation, then the individual's home Dispatch must be notified of planned route, actual time of departure, and expected time of arrival at destination.

The incoming individual BAER Team members will be provided information from their local dispatch center, as to Fire Assignment Number, Resource Order number, reporting time, date, reporting place, contact phone number and travel arrangements. Upon arrival of the BAER Team, the field office will provide an "in-briefing" meeting, highlighting Wildland Fire Situation Analysis, procedures, local support, and time frames for developing a BAER plan. A letter of delegation of authority with Incident Names and Numbers, spending or other limitations/priorities, charge codes for all agencies involved with BAER team, names of Incident Commanders still assigned responsibilities for suppression, established meeting times, community involvement and how press releases are to be handled, plus any other concerns will be provided to the BAER Team.

Time and other costs for calling up the BAER team, transportation ESR plan initiation and perhaps some development are charged to 2821, (as example, BLM-2821-JL-xxxx). However, once suppression is finished, these costs are coded to 2822-JL-xxxx. The BLM utilizes an alpha-numeric code unique to each fire xxxx and the program element JL (rehabilitation treatments) for developing and implementing an ES plan. It should become normal for a BAER team to assemble, initiate a plan, have the fire controlled, fire suppression activities end, and demobilization occur, while the BAER team is still developing a plan. In this instance the BAER team would switch from 2821 to 2822 funds to finish and implement the plan.

As soon as the need for project implementation is identified by the BAER Team, a Project Implementation Leader should be assigned. This step should be taken several days prior to BAER plan completion. The incorporation of a project implementation leader at this time would greatly enhance the transition from assessment to implementation.

Recent changes in WO have resulted in development and assignment of the subactivity code 2881-JS-xxxx to be used for Burned Area Rehabilitation (R) plans.

Typical project implementation teams consist of a team leader, operations, logistics, project inspectors including a COR, procurement, specialty rehab crews, drivers. Other resources may be ordered as the need is identified.

The incoming individual implementation team members will be ordered and dispatched through the established channels as outlined above.

Release or demobilization of BAER and Implementation personnel shall also follow routine Incident guidelines.

Adhering to the following guidelines will allow the system to work at maximum efficiency and most importantly, safety.

- Immediate stabilization to prevent loss life and protect public safety may be carried out as part of the suppression incident, including utilization of aviation resources assigned to the incident.
- All personnel, regardless of local or ordered, need to be identified to the local Dispatch, and officially assigned to the incident. This will account for people and enhance safety.
- Order as soon as possible, the system allows for handling multiple tasks all with a priority. Allow time for the system to work, activate specialists, and allow for travel to the host office.
- All personnel must check out with home dispatch and check in as soon as practical with local dispatch upon arrival at destination. The dispatch system is designed to ensure the safe arrival of assigned personnel and failure to check in and "close the loop" in a timely manner will result in a search being started! This adds a strain on a very busy system!
- All personnel shall go through established checkout procedures with the local Dispatch center.
- All personnel are required to clear their travel by reporting to their sending dispatch upon arrival home. This is critical, as the Dispatch system tracks from time of departure, until cleared at home after assignment. Failure to notify of arrival home causes a strain on the busy system.

RESPONSIBILITIES:

Field Manager Responsibilities:

- Assign and Identify staff trained as resource advisors and BAER representatives.
- Provide list of field office resource advisors and BAER representatives to the State BAER/ESR coordinator.
- Recognize when emergency stabilization (ES) is potentially needed.
- Request a BAER team and assign an implementation lead.
- Conduct briefing with BAER team and delegate authority.
- Determine costs of recommended treatments, as well as equipment and labor sources.
- Assign and coordinate with project implementation leader. This may be the BAER/ESR lead, a BAER Team member and/or member of the field office staff.
- Conduct close out/debriefing with BAER and Implementation teams.

Incident Commander Responsibilities:

- Coordinate the amount of work assigned to the site suppression resources.

State FMO Responsibilities:

- Coordinate with the MAC group to prioritize any national or state BAER and ES effort with the other fire activities.

Montana/Dakota's BAER/ESR Coordinator Responsibilities:

- Assist FO Managers in developing a BAER team to address the Emergency Stabilization needs.
- Request State BAER/ESR team member(s) needed to form BAER team.
- Contact the Denver Finance Center to initiate finance codes for the project.
- Brief State Director and State FMO.
- Coordinate with WO BAER/ESR representative.

Resource Advisors/BAER Representative Responsibilities:

- Coordinate with IC, State and Local BAER/ESR, local FMO, and Field Manager to determine if ES or R is needed.

Zone FMO Responsibilities:

- Inform State BAER/ESR, FO BAER Coordinators and Resource Advisors of ongoing fires within the zone.
- Coordinate and provide support to the Field Manager, BAER Team Lead, and Implementation Team lead and prioritize support to BAER and ES efforts with other fire activities requiring zone resources.

State FMO Responsibilities:

- Coordinate with the MAC group to prioritize any national or state BAER and ES effort with the other fire activities.

Project Implementation Leader Responsibilities:

- Coordinate with FO Mgr., IC, BAER/ESR team lead to locate and establish a base for implementation activities.

- Coordinate with FO Mgr., IC, BAER/ESR team leader and appropriate other Federal, State and local government agencies to implement stabilization activities.
- Coordinate with BAER team leader and Zone FMO to establish and request needed physical resources for implementation.
- If aviation resources are identified the project leader will work with the unit aviation manager to create an aviation safety plan for the project and determine the best method of procuring such aircraft (end product contract through procurement or CWN utilizing red card qualified government employees to manage the aircraft).

SYNOPSIS:

- 1) Field office identifies need for BAER team and decides what positions and equipment/supplies/support can be provided locally.
- 2) Field office contacts State Office BAER/ESR coordinator; develops a strategy for filling human resource needs. Stabilization costs are charged to assigned 2822 fund.
- 3) Field office develops resource orders-overhead, equipment, support and places order with local dispatch center. BAER team members follow the same protocol as suppression forces for being dispatched.
- 4) Dispatch center follows protocol and places orders as appropriate.
- 5) Assigned personnel are ordered, assigned to the field office, charged to the incident and tracked like any other resource.
- 6) Upon completion of assignment, personnel and other resources are released through routine channels, the same as any incident ordered resource.

APPENDIX 1

Montana/Dakota's Individuals Qualified/Interested in BAER Team Participation

The following Interdisciplinary Specialists BAER team Member(s) are from many field offices. This is desirable to increase diversity, availability and distribute a normal fire season across the state. The current workload within most field offices precludes the development of a complete assessment team from within that field office.

There are currently two types of BAER team positions that are identified as normal BAER positions. All ordered positions are either BAER Team Leader (BAEL), or BAER Team Specialist (BAES) plus a description of whom or what skills are needed.

BAEL/ESR Team Lead - William Volk, Soil Scientist/Range Ecologist, Billings,
(w) 406-896-5029 and (h) 406-656-xxxx

BAES - Soil Scientist/Hydrologist, Robert Mitchell, Miles City,
(w) 406-233-2815 and (h) 406-232-xxxx

BAES - Hydrologist, Mike Philbin, Billings,
(w) 406-896-5041 and (h) 406-xxx-xxxx

BAES - Range Management Specialist, Brian Hockett, Dillon,
(w) 406-683-8010 and (h) 406-683-xxxx

BAES - Range Management Specialist, Louise de Montigny, Miles City,
(w) 406-233-2821 and (h) 406-232-xxxx

BAES - Forester, Mike Small, Butte,
(w) 406-533-7643 and (h) 406-xxx-xxxx

BAES - Forestry Tech, Gabi Sommerauer, Missoula,
(w) 406-329-3897 and (h) 406-232-xxxx

BAES - Hazardous Materials/ Physical Scientist, Mike Browne, Butte,
(w) 406-533-7607 and (h) 406-494-xxxx

BAES - Botanist, Nora Taylor, Billings,
(w) 406-896-5032 and (h) 406-xxx-xxxx

BAES - T&E, Wildlife Biologist, Billings, Gayle Sitter,
(w) 406-896-5024 and (h) 406-xxx-xxxx

BAES - Wildlife Biologist, Jody Peters , Havre,
(w) 406-262-2832 and (h) 406-265-xxxx

BAES - Fire Mitigation Specialist, Shannon Iverson, Lewistown,
(w) 406-538-2815 and (h) 406-538-xxxx

BAES - GIS specialist, requesting field office will be the first provider for this discipline.

BAES - Archeologist, requesting field office will be the first provider for this discipline.

BAES - Weed Specialist, requesting field office will be the first provider for this discipline.

BAES - Other "as needed" specialists

APPENDIX 2

Identified Team Positions

BAER/ESR Team Leader

- Meet with Field Office Manager for issues and expectations, review of Land use plan.
- Define what constitutes an emergency with respect to ES or R funding.
- Set date for completed BAER Plan.
- Gather Team according to Emergency Stabilization issues.
- Conduct a team briefing:
- Identify safety rules and procedures.
- Assign specific tasks to team members.
- Identify reporting requirements such as format, filing, and time.
- Track finances/expenditures.
- Set the schedule.
- Retain those resources from the Fire Team that would aid survey.
- Plan for a transition with the Implementation team.
- Present the results of the evaluation to the Field Office Manager.
- Complete the BAER Plan.

Forester

- Coordinate forest assessment, reviews, and data collection activities with Soil, Hydrologist, and Wildlife Team Members.
- Identify tree safety hazards (along roads, trails, near recreation sites, buildings), rate trees according to NPS tree hazard rating system, designate trees to be felled.
- Determine alternative methods for mitigating tree hazards, including considerations for visual effects, slash treatment, public safety, and effects on other resources; determine costs of recommended treatments, as well as equipment and labor sources.
- Identify locations, quantities, and values of salvable timber; determine alternative methods, costs, and impacts of salvage operations; designate salvage timber if requested by Line Officer.
- Quantify tree mortality to extent possible using appropriate risk rating systems; identify areas of moderate to high mortality.
- In areas of moderate to high tree mortality, document post-fire trends, develop prescriptions for artificial regeneration as determined necessary to meet agency direction, assess effects of any proposed slope stabilization seeding on natural or artificial regeneration.
- Make observations of pre-fire forest health (tree condition, insect or disease levels) and predict post-fire trends and necessary mitigation.
- Determine fire effects on populations of undesirable shrubs and trees, particularly exotic species, develop alternative methods of controlling their spread of provided in Agency direction, determine costs of recommended treatments.
- Where determined necessary by Watershed Specialist or Soil Scientist, develop methods for contour falling to stabilize soils; determine costs of sources of labor and equipment.

Vegetation Specialist (Range Management Specialist, Botanist, Weed Specialist)

- Coordinate assessment, reviews, and data collection activities with Soil, Hydrologist, and Wildlife Team Members
- Rangeland Resources
- Assess suppression and fire related impacts to range and forage resources, plant communities, livestock, and structural range improvement projects.
- Identify and assess public access and safety values as risk.
- Provide recommendations for grazing management practices.
- Determine stabilization needs for severely and moderately burned areas.
- Recommend monitoring needs for short/long-term management planning.
- Assess noxious weed encroachment into impacted areas.
- Make observations of pre-fire rangeland health (tree condition, insect or disease levels) and predict post-fire trends and necessary mitigation.
- Develop list of potential affected Threatened, Endangered, Sensitive and Proposed (TESP) plant species in coordination with agency personnel and other sources.
- Assess fire related impacts and suppression effects on T & E species.
- Identify unique or sensitive habitats threatened and/or impacted by fire and suppression efforts.
- Assess impacts to plant communities and vegetative resources.
- Determine stabilization needs for severe or moderate burned areas.
- Recommend monitoring needs for short/long-term management planning.
- Assess noxious weed/non-native species populations and potential threats for expansion/encroachment into impacted areas.

Soil and Water Resources (Soil Scientist and Hydrologist)

- Map burn intensity and develop GIS mosaic.
- Assess fire and suppression impacts.
- Identify soil and water resources and watershed issues affected by the fire.
- Determine watershed issues and the magnitude of emergency.
- Determine effects of fire on the various soils and assess overland flow potential.
- Identify potential geological hazard potential of fire and flood and sediment source areas.
- Inspect hydrological infrastructure at risk and/or in need of replacement, repair or removal (culverts, bridges, roads (abandoned) and trails); calculate flow capacities of culverts; identify diversion of natural flow network by roads.
- Identify, survey, and map on-site and downstream values at risk.
- Provide analysis of fire impacts on watersheds to other BAER Team members in a timely manner.
- Gather information and where appropriate inspect suppression impacts to determine treatment mitigation.
- Collect all relevant soil, hydrologic and climatic data.

Wildlife and Botanist Specialist

- Develop list of potentially affected flora and or fauna (mammals, birds, fish, reptiles, amphibians, invertebrates) in coordination with agency, USFWS, NMFS, and other sources.
- Assess effects of fire and suppression efforts on Threatened, Endangered, Sensitive Proposed and other agency listed species.
- Initiate Emergency Section 7 consultation as required by Endangered Species Act with USFWS and/or NMFS.
- Determine effects of fire and suppression efforts on TE species or habitat.
- Identify and determine effects on habitat improvements.
- Prescribe emergency rehabilitation measures and/or monitoring.
- Assess effects of proposed rehabilitation work on TESP species and habitat.
- Brief BAER/agency personnel on the status of Section 7 consultation and required follow-up.

GIS/GPS Specialist

- Manages GIS cache.
- Determines GIS capabilities of local sources and team needs.
- Captures and compiles field data for incorporation into GIS map products and analysis.
- Coordinates technical use and transfer between team members.
- Produces final plan maps and associated graphic products.

Cultural Resource Specialist

- Identify cultural resources, including historic properties (historic structures, cultural landscapes, archeological sites and traditional cultural properties).
- Conduct cultural resources field survey:
 - ✓ Known cultural resources.
 - ✓ Fire suppression impact areas.
 - ✓ Proposed stabilization and or rehabilitation activity areas.
- Assess damage and potential impacts to known and newly found cultural resources.
- Propose mitigation actions and costs for damaged and threatened cultural resources.
- Coordinate initial National Historic Preservation Act (NHPA), Section 106 compliance.

Environmental Protection Specialist

- Obtain and review copies of existing land management plans and associated environmental compliance documentation (General Management Plans, Area Management Plans, Resources Management Plans, Wilderness Management Plans, Fire Management Plans, ACEC Management Plans, etc).
- Coordinate with Team Leader and Operations Specialist to obtain available suppression impacts, fire perimeter, and topographic maps from the IC and/or local resource area.
- Determine base maps to be used and priority resource maps to be generated for the BAER Plan in consultation with the Team Leader and specialists; coordinate timely development and submission of resource maps.

- Obtain all operational period plans and construct brief fire history and executive summary.
- Coordinate development of Division Summaries by resource topic.
- Coordinate development, review, and timely submission of short-term specifications to the Incident Action Plan.
- Review all Plan Specifications and determine applicable laws and clearances (section 7, 404, 106 and 401).
- Coordinate development and review of long-term specifications.
- Review specifications for quality assurance and compliance with funding requirements.
- Track fire suppression effort and establish deadlines for submission of specifications and assessments.
- Review and edit assessments for quality and format.
- Supervises Computer/Documentation Specialist in development of BAER Plan (including management of workload generated by team specialists).
- Develop National Environmental Protection Act (NEPA) documentation/recommendations

Documentation/Computer Specialist

- Compiles and inputs specialist reports, specifications, etc. into acceptable report format.
- Maintains existing data files containing previous BAER reports and correspondence.
- Compiles data summaries relative to plan format.
- Manages the computer software and hardware assigned to the team and the environment in which it is used.
- Provides teaching/technical assistance to users.
- Manages meeting and work environment for the team.
- Ensures timely publishing and transmittal of reports to host agency and team members.

Facilities and Recreation Specialist (Non-Core)

- Contact Facilities/Maintenance Manager(s) of impacted area
- Assist GIS to prepare a facilities, structures and utilities map for the BAER Plan.
- Known hazardous materials concerns in the burned area.
- Arrange tour of facilities/structures with Agency staff
- Assess fire damage to facilities/structures (e.g., road and trail signs, fences, public utilities (poles), bridges, buildings, etc.)
- Assess fire suppression affects on facilities/structures (e.g., fences, road and trail signs, roads (dozer tracks), etc.)
- Assess Incident Base/Camp rehabilitation
- Sanitation (garbage collection, toilet pumping, etc)
- Clean-up (buildings, grounds)
- Grounds rehabilitation
- Interior building rehabilitation (carpet cleaning, painting, etc.)
- Document damages
- Photos for documentation purposes.
- Measurements to properly document items of concern.
- Specifications (Agency records)
- Locations of facilities/structures

- Coordinate preparation of specifications with Agency and prepare preliminary cost estimates
- Coordinate Incident Base/Camp rehabilitation prior to demobilization

Logistics

- During Plan development logistics works with the field office and State Office Procurement staff to familiarize them with the processes needed to implement the assessment and stabilization.

Finance

- During Plan development finance works with the necessary offices and procurement staff to procure services and material for the assessment or implementation of the BAER plan..

Implementation Team Leader

- Report to field office Manager for briefing.
- Coordinate with the BAER Team Leader to understand planned treatment objectives.
- Determine which skills are required to accomplish work within established timeframes and follow established procedures for obtaining qualified personnel.
- Develop a project operations plan that includes project objectives and organization chart, timelines, safety plan, and communication plan.
- Determine project map needs.
- Work with contracting personnel to develop suitable contract specifications for all required work and acquisitions.
- Modify BAER Plan prescriptions if site-specific conditions dictate.
- Coordinate with other resource disciplines, such as cultural and T & E, to ensure that legal requirements are met.

APPENDIX 3

List of forms used in BAER or ESR implementation

TEMPORARY FORM 1310-20
AUGUST 1998

Others such as the Emergency Stabilization (ES) and Burned Area Rehabilitation (R) are still being developed or reviewed and will be listed when completed.

PROJECT/SUBPROJECT NUMBER ASSIGNMENT AND INFORMATION FORM

Here is the form currently listed in the Draft BLM Supplemental ESR Guidance Dated November 27, 2002. Located on page 8 is the process under "Funding to evaluate Wildland Fires for Rehabilitation". It also gives a website <http://nbcweb.blm.gov/bc610/index/financial.htm> for the NBC 610 form